

ST LOUIS COUNTY EMERGENCY OPERATIONS PLAN

WEST LAKE LANDFILL EVACUATION/SHELTER IN PLACE PLAN

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I. PURPOSE

This plan will establish policies and procedures that will allow St. Louis and St. Charles County to save lives in the event catastrophic event at the West Lake Landfill. This plan establishes guidelines for conducting efficient, effective, coordinated emergency operations involving the use of all resources. It also addresses the legal issues that may become significant during a response to an incident at the West Lake Landfill.

II. AUTHORITIES AND REFERENCES

- A. Chapter 44, Revised Statutes of Missouri; as amended.
- B. Chapter 703, Revised Ordinances of St. Louis County.

III. SITUATION AND ASSUMPTIONS

A. Situation

1. The West Lake Landfill site is on a parcel of approximately 200 acres in Bridgeton, Missouri. The site consists of the Bridgeton Sanitary Landfill, which stopped receiving waste on Dec. 31, 2004, and several old inactive areas with municipal solid waste and demolition debris. The site is divided into two Operable Units, or OUs. OU-1 consists of radiological areas and OU-2 consists of the other landfill areas, which did not receive any radiologically contaminated soil. In 1990, West Lake Landfill was listed on the National Priorities List making it a Superfund site. In May 2008 a Record of Decision was signed for OU-1, which describes the Selected Remedy to contain the radiological contamination using a modified solid waste landfill cover. EPA is the lead agency for this site.
2. OU-2 has had a “sub-surface smoldering event” occurring for several years

If the “sub-surface smoldering event” reaches the radiological area, there is a potential for radioactive fallout to be released in the smoke plume and spread throughout the region.
3. The EPA has finalized an Administrative Order on Consent (AOC) —a negotiated legal agreement—with two of the site’s Potentially Responsible Parties – Bridgeton Landfill, Inc., and Rock Road Industries, Inc. – that outlines pre-construction work the parties must perform at the site (Attachment D). This AOC requires the Bridgeton Landfill, Inc. and Rock Road Industries to perform a series of tasks to advance, support and prepare for the construction of an isolation barrier at the West Lake Landfill site.

Construction of the isolation barrier could, potentially cause a release of radiation or Volatile Organic Compounds (VOC).

4. St. Louis and St. Charles Counties have capabilities and resources, which, if effectively deployed, would facilitate an emergency evacuation. This will include the utilization of private and volunteer organizations to the greatest extent possible.
5. Hospitals, nursing homes, schools, daycares and other facilities will require special response considerations if an evacuation is ordered.
6. Municipalities directly affected are Bridgeton, Hazelwood, Maryland Heights, the Village of Champ, and the city of St. Charles.

B. Assumptions

1. This event will most likely occur with little or no warning.
2. Officials of St. Louis and St. Charles County and the municipalities surrounding the West Lake landfill are aware of the possible occurrence of an emergency or major disaster requiring an emergency evacuation and are also aware of their responsibilities in the execution of this plan and will fulfill these responsibilities as needed.
3. The proper implementation of this plan has the potential to reduce or prevent the loss of lives in the county.
4. Depending upon the severity and magnitude of the situation, local resources may not be adequate to deal with every occurrence. It may be necessary to request assistance through volunteer organizations, the private sector, mutual aid agreements, or state and federal sources.
5. In almost every emergency situation requiring an evacuation, a number of people will evacuate of their own volition.
6. Most of the persons in the affected area will receive and follow the evacuation instructions; however a certain portion of the population will not get the information, will not understand it, or purposely not comply with directions.
7. Family groups will evacuate using privately owned vehicles, while persons without automobiles may have to rely upon other sources of transportation.
8. An emergency/disaster evacuation situation could be multi-jurisdictional, thereby complicating command, control and coordination efforts.

9. Short term and long term planning should be accomplished in order to provide for identification of safe, secure, and reliable evacuation routes that could possibly be utilized.
10. Not all emergency situations resulting from an event at the West Lake Landfill will require an evacuation, in some situations; it may be preferable that a “shelter in place” order be given.
11. Notifications of evacuation or shelter in place will be made in a timely manner.
12. Off-site monitoring will take place.
13. Republic, the Environmental Protection Agency (EPA) [Attachment A] , the Missouri Department of Health and Senior Services (DHSS) [Attachment B] and the Missouri Department of Natural Resources (MDNR) [Attachment C] will all provide technical assistance in a timely manner.

IV. CONCEPT OF OPERATIONS

A. General

1. Local government has the ultimate responsibility an evacuation or shelter in place order.
2. A Unified Command Post will be designated and the Emergency Operations Center will be activated.
3. During any evacuation, close coordination will be required with the following functions:
 - a. Reception and Care- The evacuees must have some place to go even if it's in another city.
 - b. Law Enforcement- Traffic control along movement routes and security for evacuated areas are a necessity.
 - c. Resource and Supply- Transportation for persons without automobiles, food, clothing, and fuel will be required.
 - d. Other Support Agencies- Constant interface will be required with the state and federal government and private agencies such as the Red Cross and the Salvation Army.

4. The Unified Command Post, based on technical information furnished by federal, state, and local agencies will determine the need for and the duration of the evacuation or shelter in place order.
5. During the evacuation, staging areas and pick-up points will be identified to provide transportation for those without private automobiles or other means. This will be based on individual need.
6. No one will be forced from his or her residence after being advised to evacuate. This is pursuant to state law.
7. The Unified Command Post will support existing transportation plans for such entities as hospitals, nursing homes, schools, etc.
8. Individual transportation may be provided only when it is safe and practical.
9. Monitoring and detection of the hazard(s) will be performed by the affected Fire District(s), Hazardous Materials Emergency Response Team(s) (HMERT), the Missouri National Guard's 7th Civil Support Team (CST), EPA and MDNR.
8. Certain day-to-day governmental activities may be curtailed during evacuation operations. The degree to which this is necessary will depend upon the amount of local resources that have been committed to the emergency.
10. The Unified Command Post will monitor the traffic flow, reception areas, and security for evacuated areas to insure that evacuation functions are proceeding efficiently and effectively.
11. When the emergency/hazard is no longer a threat or danger, the Unified Command Post Personnel will prepare plans for reoccupation and then will monitor all return activities. Reentry into the evacuated areas will begin after the Unified Command Post has declared the area safe. Similarly, if a shelter in place order is in effect, the Unified Command Post will notify all affected areas when the "all clear" has been issued.
11. The Incident Commander will prepare and present after action reports to the governing body who initiated the evacuation.

B. Plan Activation

1. The responsibility for activation of this plan rests with the Fire Chief or Battalion Chief of the initial responding fire agency.

2. The Incident Commander from the primary responding agency will notify all agencies impacted by the emergency evacuation/shelter in place order.
3. A representative from each notified department will respond to the command post and be assigned emergency Evacuation Coordinator duties. This representative will act as liaison officer under the existing ICS plans and coordinate activities that cross jurisdiction lines.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. By authority of Missouri State Statute, the Chief Elected Official (CEO) of a community is ultimately responsible for emergency management activities within that community.
2. The Police Chief or designate of each jurisdiction impacted by the evacuation/shelter in place order, will have the responsibility to coordinate all activities within their jurisdiction to carry out the evacuation/shelter in place order, to include the calling of a Code 1000 to bring in additional Police Officers to respond to the incident.
3. St. Louis and St. Charles County have developed plans and procedures to perform the functions relevant to evacuation using all available resources.
4. The law enforcement Incident Commander will work in a Unified Command post along with commanders from other disciplines and police agencies. A member of each Police Department will serve as an Evacuation Coordinator in partnership with a representative of those communities impacted by the disaster.
5. The Coordinators will control all evacuation operations including the following:
 - a. Designating primary and alternate evacuation routes and indicating those routes on a map.
 - b. Estimating traffic capabilities and the amount of time to successfully evacuate the area of concern.
 - c. Identifying potential problems along the evacuation route (i.e., road hazards, or other limiting factors).
 - d. Estimating the number of people requiring supplemental transportation and identifying the best means to transport them.
6. Depending on the level of the disaster or community impact of the evacuation, other coordinators may need to be added. Those other areas may include Logistics, Public Works support, MODOT representation, etc.

VI. DIRECTION AND CONTROL

The Incident Command System will be used to direct, control and coordinate field personnel and the use of resources at the scene of an evacuation emergency.

Assumption of direction and control measures of the regional evacuation process by St. Louis and St. Charles County officials may occur if the threat will necessitate evacuation of large numbers of people or if multiple jurisdictions will utilize the limited number of regional evacuation routes necessitating "county-wide" direction and control.

Agency representatives operating from within the coordination center will provide the Chief Elected Official of their jurisdiction with timely and accurate information regarding the current characteristics of the evacuation and shall act as an agent for that official regarding emergency management issues.

VII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The St. Louis County Police Department, Office of Emergency Management will initiate an annual review of this plan and will ensure that necessary changes and revisions are prepared, coordinated, published, and distributed.
- B. If practical this plan will be tested once a year in the form of a simulated emergency taking into account actual events in order to determine if revisions can be made that would improve response. This will also provide practical controlled operations experience to those who have evacuation plan responsibilities.

VIII. TRANSPORTATION

A. Evacuation Coordinators

Due to more than one department being impacted by a local or area wide evacuation, the Evacuation Coordinators from each responding agency will:

1. Establish the area of evacuation.
2. Estimate the population impacted and number of special care institutions.
3. Establish an evacuation route in concert with support agency plans.
4. Coordinate evacuation pickup points.
5. Contact non-law enforcement support agencies.

B. Evacuation Routes

In order to determine evacuation routes, the following will need to be considered:

1. Determine availability of the main arterial roadways.
2. Identify traffic control points and responsible agencies for staffing and operational control.
3. Establish barricade plans to include location and staffing.

4. Locate electronic message board signs to display evacuation routes, shelter information and staging/rest areas.
5. Emergency removal of roadway hazards (i.e. disabled vehicles, motor vehicle accidents, etc.) through local law enforcement tow contracts.
6. During the evacuation, staging areas and pickup points will be identified to provide transportation for those persons without a means of transportation.

C. Facilities With Special Response Considerations

1. Transportation support will be provided for patients/residents of institutions requiring special care or attention and rapid evacuation needs to an evacuation staging area/shelter and pickup points (i.e. hospitals, nursing homes, etc.).
2. Schools will be required to coordinate the safe transport of students home or to a designated shelter.
3. Private and public sources for mass transportation will need to be identified.
4. Liaison will need to be established between transportation sources and special needs institutions.
5. During extreme emergency situations, law enforcement and/or fire district/department personnel may provide transportation to an evacuation staging area or pickup point.

IX. ADMINISTRATION AND LOGISTICS

A. Administration

The Finance/Administration Department of each affected community has the responsibility for keeping track of evacuation-related costs, personnel and equipment records. If necessary, a supply officer should be designated and assigned to serve in this capacity.

B. Logistics

Locally owned transportation resources will initially be utilized to evacuate people and relocate essential resources. Contacts and arrangements for outside transportation resources (church buses, school buses, etc.) should also be established.

1. Family pets and other animals will be admitted to shelter facilities opened for evacuees. Arrangements for the tracking and care of evacuated animals will be established through the Missouri Humane Society and or the St. Louis and St. Charles County Departments of Health by previously developed plans.
2. In the event of a situation involving an emergency/disaster related evacuation wherein a multi-jurisdictional response is required, the initial

responding law enforcement agency and affected community are responsible for the procurement of essential supplies needed for evacuation operations. The affected community's Finance/Administration Department will provide support through its established emergency purchasing procedures.

X. LEGAL ISSUES

Missouri State Statute as well as county and local ordinances (refer to Section II; "Authorities and References" above) confer powers on police and elected officials to make decisions regarding safety and welfare of citizens during times of emergency. While these laws do not specifically address evacuation directives, they do give officials the authority to make general welfare decisions when necessary.

XI. COMMUNICATIONS

Due to the possibility of more than one department and police dispatch center being involved in an area-wide evacuation/shelter in place order, it is anticipated that multiple dispatch center radio communications will be difficult. Therefore all Code 1000/evacuation radio communications will be controlled and coordinated by the St. Louis County Police Department's Bureau of Communications per Section 5 of the Code 1000 Plan.

A. Primary Frequency Operational/Tactical Network

Radio communications will be broadcast on the Police Emergency "*Radio for Interagency Operations and Tactics*" (R.I.O.T.) frequency, 154.725 MHz. During any multi-agency evacuation operation, squad supervisors and all other field units will use the R.I.O.T. frequency on all fixed station consoles, mobile and portable radios as the primary frequency.

B. Command Network

Command, general staff officers and subordinate unit supervisors may use the Incident Command frequency (153.965 MHz), available only on portable radios. Secondary frequencies, such as the National Mutual Aid frequency (155.475 MHz), might be considered as a second choice for evacuation operations if the R.I.O.T. frequency becomes overloaded with operational traffic. Special and support units having dedicated channels, should monitor the R.I.O.T. frequency, but use their dedicated channels for "in-house" traffic to reduce the number of transmissions on the R.I.O.T. frequency.

C. Call Signs

Officers using mobile and/or portable radios on the R.I.O.T. frequency will identify themselves by using the name of the police department to which they belong, followed by their department service number (DSN), e.g., "Ballwin 134."

D. Normal Operations

Police officers who have not been activated in a Code 1000 or evacuation operation will continue to use their department's assigned frequencies and radio call signs so as not to interfere with priority traffic on the R.I.O.T. frequency.

E. Operational Headquarters

If St. Louis County does not have the ability to coordinate a Unified Command structure, they may designate a municipal police department's dispatching center as a communications center. The dispatching center must have the capability to dedicate one console and dispatcher for the evacuation operation, and still have the ability to dispatch that department's normal calls-for-service.

XII. PUBLIC INFORMATION AND WARNING

- A. Emergency Public Information and Warning capability includes public information, alert/warning and notification. It involves developing, coordinating, and disseminating information to the public, coordinating officials, and incident management and responders across all jurisdictions and disciplines effectively under all hazard conditions.
1. The term "public information" refers to any text, voice, video, or other information provided by an authorized official and includes both general information and crisis and emergency risk communication (CERC) activities. CERC incorporates the urgency of disaster communication with risk communication to influence behavior and adherence to directives.
 2. The term "alert" refers to any text, voice, video, or other information provided by an authorized official to provide situational awareness to the public and/or private sector about a potential or ongoing emergency situation that may require actions to protect life, health, and property. An alert does not necessarily require immediate actions to protect life, health, and property and is typically issued in connection with immediate danger.
 3. The term "warning" refers to any text, voice, video, or other information provided by an authorized official to provide direction to the public and/or private sector about an ongoing emergency situation that requires immediate actions to protect life, health, and property. A warning requires immediate actions to protect life, health, and property and is typically issued when there is a confirmed threat posing an immediate danger to the public.

4. The term “notification” refers to any process where Federal, State, local, tribal, and nongovernmental organization, department, and/or agency employees and/or associates are informed of an emergency situation that may require a response from those notified.
- B. Upon activation of this plan, the Public Information and Warning system(s) employed will include, but not be limited to Law Enforcement vehicle loud speakers, Missouri Department of Transportation’s (MODOT) highway message boards, the St. Louis County Outdoor Warning Siren System, and the National Weather Service (NWS) Emergency Alert System (EAS). The EAS system sends alerts to broadcast media, cable television, satellites, pagers, Direct Broadcast Satellite, High Definition Television, and the Video Dial Tone. EAS also accounts for the needs of special populations such as the deaf and those with special language requirements.

XIII. PUBLIC INFORMATION OFFICER

- A. The Public Information Officer (PIO) assigned for the evacuation/shelter in place effort will coordinate with the Unified Command to insure the proper release of any information. The PIO will be responsible for developing public information releases to the media through print and/or on-camera interviews. The PIO's responsibilities include:
 1. Determine limits on information release from the Incident Commander.
 2. Develop material for use in media briefings.
 3. Obtain Incident Commander's approval of media releases.
 4. Inform media and conduct media briefings.
 5. Arrange for tours and other interviews or briefings that may be required.
 6. Obtain media information that may be useful to incident planning.
 7. Maintain current information summaries and/or displays on the incident and provide information on status of incident to assigned personnel.
- B. One Public Information Officer will be identified and assigned to coordinate information flow among the Coordination Team members and release evacuation information through the media to the public. To avoid conflict in information, there will be only one evacuation spokesperson at a time during this operation.